

Message Text

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ACTION EA-12

INFO OCT-01 EUR-12 ISO-00 FEA-01 ACDA-07 AGRE-00
AID-05 CEA-01 CEQ-01 CG-00 CIAE-00 COME-00
DLOS-09 DODE-00 DOTE-00 EB-08 EPA-01 ERDA-05
FMC-01 TRSE-00 H-01 INR-07 INT-05 IO-13 JUSE-00
L-03 NSAE-00 NSC-05 NSF-01 OES-07 OMB-01 PA-01
PM-05 PRS-01 SP-02 SS-15 USIA-06 /137 W
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R 190439Z SEP 77

FM AMEMBASSY WELLINGTON
TO SECSTATE WASHDC 4049
INFO AMEMBASSY CANBERRA
AMEMBASSY MOSCOW
CINCPAC HONOLULU
AMEMBASSY TOKYO
AMCONSUL AUCKLAND POUCH

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CINCPAC FOR POLAD

TOKYO FOR REGIONAL FISHERIES OFFICER

E.O. 11652: GDS

TAGS: PLOS, EFIS, NZ

SUBJECT: POSSIBLE NZ-USSR AGREEMENT ON FISHING FACILITIES

REF: (A) STATE 215063 (NOTAL), (B) STATE 215802 (NOTAL)

1. SUMMARY: AMBASSADOR RAISED WITH DEPUTY PRIMIN AND
FOREIGN MINISTER TALBOYS SEPTEMBER 13 ISSUE OF SOVIET'S
INTEREST IN ON-SHORE FACILITIES FOR USSR FISHING VESSELS.
MATTER DISCUSSED IN LOW-KEY FASHION AS INSTRUCTED REF (A)
WITH AMBASSADOR SUGGESTING THAT U.S. STUDY OF SOVIET FISH-
ING ACTIVITIES WOULD BE SHARED GLADLY WITH GNZ. THE ADDI-
TIONAL SUGGESTION WAS MADE THAT FORMIN TALBOYS MIGHT WANT
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TO DISCUSS MATTER FURTHER WITH DEPSEC CHRISTOPHER IN
WASHINGTON IN OCTOBER. TALBOYS INDICATED HE AND GNZ
SHARED U.S. CONCERNS, BUT SOVIETS APPLYING GOOD DEAL OF
PRESSURE FOR RECIPROCAL GESTURE FROM GNZ IN RETURN FOR
SUBSTANTIAL SOVIET PURCHASES OF NZ AGRICULTURAL PRODUCTS.
SEPARATE DISCUSSION BETWEEN EMBOFF AND MFA ASSISTANT
SECRETARY STEWART (WHO ACCOMPANIED GNZ MINISTER OF

FISHERIES BOLGER ON RECENT TRIP TO USSR) ELICITED INFORMATION THAT: (A) SOVIET FISHERIES DELEGATION WILL COME TO NZ AT FUTURE UNSPECIFIED DATE; (B) SOVIETS INTERESTED IN BOTH FISHERIES AGREEMENT AND GENERAL AGREEMENT OF "COOPERATION"; (C) NEW ZEALAND BASED ON-SHORE FACILITIES FOR SOVIET VESSELS BEING ACTIVELY CONSIDERED BY GNZ, ALBEIT FROM PESSIMISTIC VIEWPOINT. COMMENT: EMBASSY BELIEVES FURTHER NZ-USSR DISCUSSIONS OF SOVIET ON-SHORE FACILITIES A DEFINITE POSSIBILITY. BEFORE REJECTING SOVIET PROPOSALS, GNZ WILL BE LOOKING FOR PERSUASIVE SECURITY ARGUMENTS OR ALTERNATIVES FOR STABLE MARKETS FOR NZ AGRICULTURAL PRODUCTS PROMISED BY SOVIETS. END COMMENT. END SUMMARY.

2. SOCIAL OCCASION EVENING OF SEPTEMBER 13 AFFORDED AMBASSADOR THE OPPORTUNITY OF RAISING WITH FOREIGN MINISTER TALBOYS THE SUBJECT OF SOVIET'S INTEREST IN NEW ZEALAND BASED ON-SHORE FACILITIES FOR ITS FISHING VESSELS. AMBASSADOR REFERRED IN LOW-KEYED FASHION TO FORMIN'S REMARKS AT WELLINGTON ANZUS COUNCIL MEETING CONCERNING THE PREFERABILITY OF HAVING THE SOVIET FACILITIES IN NEW ZEALAND (WHERE THEY COULD BE PROPERLY SURVEILLED) RATHER THAN IN TONGA OR WESTERN SAMOA. HE EXPRESSED THE CONTINUED CONCERN OF THE USG FOR SOVIET FISHING/SURVEILLANCE ACTIVITIES IN THE SOUTH PACIFIC AND SAID THE U.S. IS ENGAGED IN STUDY OF SOVIET FISHING ACTIVITIES WHICH WE CONFIDENTIAL

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WOULD BE GLAD TO SHARE WITH GNZ.

3. FORMIN TALBOYS RESPONDED THAT HE DOES NOT TRUST SOVIETS EITHER, BUT NOTED THAT THE SOVIETS ARE CURRENTLY BUYING LARGE AMOUNTS OF NZ AGRICULTURAL PRODUCTS AND SELLING VERY LITTLE IN NZ. HE SAID THERE IS THEREFORE GOOD DEAL OF SOVIET PRESSURE FOR GNZ TO RECIPROCATATE IN SOME WAY FOR THE SOVIET PURCHASES WHICH ARE SIGNIFICANT. REGARDING LARGE SOVIET BEEF PURCHASES, HE SAID HE DIDN'T KNOW WHETHER THEY "NEED IT OR ARE BUYING FOR POLITICAL REASONS."

4. AMBASSADOR THEN SUGGESTED THAT FORMIN TALBOYS MIGHT WANT TO ENGAGE DEPUTY SECRETARY CHRISTOPHER IN FURTHER TALKS ON THIS MATTER WHEN HE IS IN WASHINGTON IN OCTOBER. (SOCIAL OCCASION WAS NOT SUITABLE FOR FURTHER PURSUIT OF THE MATTER AND IT WAS LEFT AT THAT POINT.)

5. ASSISTANT SECRETARY OF MFA, IAN STEWART, (WHO ACCOMPANIED GNZ MINISTER OF FISHERIES BOLGER ON VISIT TO EIGHT COUNTRIES INCLUDING USSR IN JULY-AUGUST) BRIEFED EMBOFF SEPTEMBER 9 ON BOLGER'S DISCUSSIONS WITH SOVIET

FISHERIES OFFICIALS. (FULL REPORT ON BOLGER'S FISHERIES
DISCUSSIONS IN ALL EIGHT COUNTRIES VIA SEPTTEL.)
STEWART SAID THAT HE AND BOLGER HAD ARRIVED IN MOSCOW
EXPECTING SOVIETS TO PURSUE PROPOSAL FOR ON-SHORE FISHING
FACILITIES. INSTEAD, THEY TOOK SURPRISING TACK OF SUG-
GESTING CONCLUSION OF NZ-USSR AGREEMENT OF COOPERATION
WITH THE EXPLANATION THAT, ONCE THAT WAS DONE, THE TWO
PARTIES COULD NOT FAIL TO REACH AN AGREEMENT ON SPECIFIC
FISHERIES PROBLEMS BECAUSE "WHATEVER NEW ZEALAND WANTED
THE SOVIET UNION WAS PREPARED TO OFFER." THIS COULD
INCLUDE JOINT PARTNERSHIPS, TECHNICAL ASSISTANCE,
OCEANOGRAPHIC RESEARCH AND FISH STOCK STUDIES, BEEF FOR
FISH, ETC.; VIRTUALLY ANY SCOPE NEW ZEALAND DESIRED.
SOVIETS ADDITIONALLY PROPOSED DESPATCH OF FISHERIES DELE-
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GATION TO NEW ZEALAND ALMOST AS SOON AS BOLGER RETURNED TO
WELLINGTON AND SAID DELEGATION WOULD HAVE WITH THEM DRAFT

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AGREEMENT OF COOPERATION AND BE PREPARED TO DISCUSS ADDITIONAL FISHERIES DETAILS.

6. ACCORDING TO STEWART, IT WAS WITH SOME DIFFICULTY THAT SOVIETS WERE FINALLY ADVISED THAT NEW ZEALAND WAS NOT INTERESTED IN DRAFT AGREEMENT OF COOPERATION AND THAT GNZ WOULD ITSELF BE SENDING SOVIETS A DRAFT FISHERIES AGREEMENT ON "MORE OR LESS A TAKE-IT-OR-LEAVE-IT BASIS." STEWART DID ADVISE SOVIETS, HOWEVER, THAT FISHERIES DELEGATION WOULD BE WELCOME IN NEW ZEALAND AT LATER DATE. HE SPECULATED THAT SOVIET DELEGATION WOULD BE INTERESTED IN SIZE OF SOVIET FISHING QUOTA AS WELL AS "BASE RIGHTS" FOR SOVIET FISHING FLEET, INCLUDING ON-SHORE PORT AND CREW TRANSFER FACILITIES. SOVIETS HAD GONE TO CONSIDERABLE PAINS, STEWART SAID, TO EXPLAIN TO BOLGER THAT THEIR TERM "BASE" DID NOT MEAN CONSTRUCTION OF PERMANENT OR SOVIET-ONLY FACILITIES, BUT RATHER THE RIGHTS OF SOVIET CONFIDENTIAL

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FISHING VESSELS TO USE EXISTING OR SPECIALLY-BUILT FACILITIES WHEN NEEDED. STEWART INDICATED THAT THIS POSSIBILITY, I.E., NEW ZEALAND BASED FACILITIES FOR THE SOVIET FISHING FLEET, IS BEING ACTIVELY CONSIDERED BY NEW ZEALAND, ALBEIT FROM A PESSIMISTIC VIEWPOINT. (BY THIS STEWART IS UNDERSTOOD TO HAVE MEANT THAT THE GOVERNMENT RECOGNIZES SEVERAL VERY DIFFICULT PROBLEMS TO THE BASING OF SOVIET FISHING VESSELS IN NEW ZEALAND AND THE GNZ IS NOT AT ALL OPTIMISTIC THAT THE PROBLEMS CAN OR SHOULD BE OVERCOME.)

7. COMMENT: THERE IS EVERY INDICATION THAT THE GNZ DOES INTEND TO LISTEN TO A SOVIET PROPOSAL FOR ON-SHORE FACILITIES FOR ITS FISHING VESSELS. SHOULD THEY DO SO, IT WOULD BE NOT BECAUSE OF DIMINISHED CONCERN FOR SOVIET ACTIVITIES IN SOUTH PACIFIC, BUT RATHER BECAUSE OF (A) INTENSIFIED ECONOMIC PRESSURE AND (B) CONFIDENCE THAT THE SOVIET ACTIVITIES IN SOUTH PACIFIC CAN BE MORE SATISFACTORILY SURVEILLED FROM NZ THAN FROM SOME OTHER PACIFIC ISLAND LOCATION SUCH AS TONGA OR WESTERN SAMOA. FORMIN TALBOYS' REMARKS TO AMBASSADOR ABOUT REALITIES OF SOVIET ECONOMIC PRESSURE ARE CONSISTENT WITH NUMEROUS GNZ PUBLIC REMARKS IN RECENT WEEKS ABOUT SIZE OF SOVIET PURCHASES OF NZ AGRICULTURAL PRODUCTS (CURRENTLY OVER DOLS 100 MILLION VERSUS SOVIET SALES OF LESS THAN DOLS 4 MILLION). CLEARLY, THE GNZ WOULD PREFER TO HAVE JAPAN PROVIDE THE STABLE MARKET FOR ITS PRIMARY PRODUCTS, ESPECIALLY BEEF AND DAIRY. BUT IN THE ABSENCE OF OTHER MARKETS, THE SOVIET PURCHASES WILL BE WELCOMED, EVEN WITH THE KNOWLEDGE THAT IN RETURN THE GNZ MAY HAVE TO OFFER THE SOVIETS SIGNIFICANT FISHERIES RELATED INCENTIVES.

8. SEPARATELY FROM FOREGOING EMBASSY HAS PROPOSED TO GNZ
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THE BROADER ANZUS STUDY OF SOVIET ACTIVITIES AS SUGGESTED
PARA 3 REFTEL (A). WE WILL ADVISE DEPARTMENT OF GNZ'S
RESPONSE WHEN AVAILABLE. SELDEN

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